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Airport and Maritime
Operations Manual

Airport Operations

Clearing Passengers and Crew

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Introduction

The *Clearing Passengers and Crew* section of *Airport Operations* provides policy, methods, and procedures you will need to clear passengers and crew.

Policy

The inspection of passengers and their baggage is necessary since they present a risk for pest introduction. Because of the high risk, PPQ uses innovative strategies to detect pests and contraband. These strategies include screening, use of detector dogs, and X-ray equipment. PPQ also uses civil penalties as a method to enhance passenger compliance with PPQ regulations.

The inspection of passengers and their baggage is not just the concern of PPQ. Customs, Immigration, and Public Health are also interested in the inspection of travelers and their baggage. Collectively, the inspection done by the four Agencies (Customs, Immigration, Plant Protection and Quarantine, and Public Health) is called the Federal Inspection Service (FIS). The activities of all four Agencies must strike a balance between facilitating traffic flow and enforcing regulations. Because this balancing act must still prevent the entry of plant pests and exotic animal disease agents, PPQ must cooperate with, and secure the support of the three other Agencies. Cooperation between the Agencies will contribute to maintaining public support and confidence in the FIS.



Caution on diplomatic pouches—never open or X-ray diplomatic pouches without the approval of the affected embassy or consulate. If you have convincing evidence that there are prohibited articles in a diplomatic pouch, then you may contact the affected embassy or consulate to get their approval to open it. If the embassy or consulate gives their approval, most often they will want to be present when the pouch is opened. The Vienna Convention on Diplomatic Relations prohibits our access to diplomatic pouches.

Materials Needed

You will need the following items for clearing passengers:

- ◆ *Animal Product Manual*
- ◆ Bolt cutters
- ◆ Brochure handouts
- ◆ Can opener
- ◆ Container or receptacle with a tight-fitting lid for placing contraband
- ◆ Disinfectants for footwear

- ◆ Disposable gloves
- ◆ Hand lens
- ◆ Luggage keys
- ◆ MCFRs (manuals that interpret the CFRs)
- ◆ Paper or plastic bags for separating and identifying contraband
- ◆ Paper towels
- ◆ *Plant Import: Propagative and Nonpropagative Volume of Manuals*
- ◆ Pocket knife
- ◆ PPQ Form 277, Baggage Information Data
- ◆ PPQ Form 591, Notice of Alleged Violation
- ◆ Tape or twine for resealing packages
- ◆ Vials and pill boxes for making interceptions

Methods and Procedures

Inspection can be divided into two phases: primary and secondary. Primary inspection involves the screening of baggage by questioning the passenger, reviewing the declaration, and visually observing the passenger's baggage for referral for further examination. Secondary inspection involves a more detailed questioning of the passenger and, if deemed necessary, a visual examination of the baggage.

Step 1: Screening Baggage

Screening is the process of selecting baggage for further examination. In practice, screening is a review of the written declaration, an assessment of oral responses to an officer's questions, and a visual assessment for high-risk baggage. In some instances, the screening of baggage is done by Customs and Immigration inspectors. A successful screening system should include the following:

1. FIS officer trained in Agricultural Risk Assessment (ARA) to conduct a face-to-face interview and review of the written declaration.
 - A. The interview should take place when the passengers have possession of their baggage
 - B. If the interview takes place before the passengers have their baggage, then PPQ personnel should screen these same passengers once they have their baggage
 - C. **Do not** support any system in which the passenger declaration (written or by channel selection) is the only factor in selection of passengers for examination

2. Opportunity to redirect passengers cleared by other Federal agencies to secondary inspection by PPQ.

When screening by other Agencies is inadequate, refer to **Alternative Inspection Strategies** on **page 2-4-19** for ways to improve the screening system.

Step 2: Inspecting Baggage

All persons and baggage are subject to inspection at the airport of arrival.



All passengers and crew are responsible for lifting their baggage onto the inspection belt and opening all baggage for PPQ inspection. **Do not** lift or open baggage for passengers or crew.

Secondary inspection can consist of as little as detailed questioning or as much as a thorough inspection of the passenger's baggage. High-risk baggage should receive a thorough examination. A passenger carrying low-risk baggage who declares an agricultural item might simply be asked to produce the item for examination. For the procedures in handling foreign diplomats with A-1 or A-2 visas, go to **Courtesy of the Port** on **page 2-4-20**.

Accompanied Baggage

When inspecting passengers with baggage, do as follows:

1. Review the Customs Declaration and question the passenger about the items declared.
2. Allow the passenger to amend the declaration by restating the agricultural question on the declaration and allowing the passenger to respond orally.

The initial declaration along with the opportunity to amend the declaration meets the first two criteria for allowing you to assess a civil penalty.

3. Search passenger baggage thoroughly for agricultural items.



Take care **not** to search passenger baggage blindly with your hands due to safety hazards such as sharp objects, razor blades, broken glass, and syringes.

4. Refer to your *Plant Import: Propagative and Nonpropagative Volume of Manuals* or *Animal Product Manual* to determine enterability and any conditions of entry.
5. Inspect these items and seize prohibited or infested items. (A careful inspection can have a positive effect on cooperating inspectors and the passenger.)

6. Examine the article for soil. If you find that the article is contaminated with soil, then have the soil removed and disposed of. (Soil removal is unnecessary if the soil is from an area in Canada **other than** Newfoundland or the Land District of South Saanich Island of Vancouver, British Columbia.)

If you encounter a serious complaint or accusation, whether it is justified or unjustified, go to **Handling Complaints** on **page 2-4-19**.

Where volume and staffing allow, you are encouraged to use secondary inspection counters dedicated to agricultural inspection. Remember, when establishing an agricultural secondary inspection counter, you must maintain the ability to respond to referrals at Customs secondary counters.

Unaccompanied Baggage

Inspect unaccompanied baggage after the flight has been cleared and when the airline representative is available to open the baggage. If you discover agricultural contraband, remove it from the baggage for examination and disposal. If you seize contraband, place the *Notice to Arriving Traveler* flyer in the baggage.

Step 3: Taking Action Based on Inspection

The regulatory action you should take is specified in the *Animal Product Manual* or the *Plant Import: Propagative and Nonpropagative Volume of Manuals*. See **Table 2-4-1** to determine if the information is covered in the Reference Section.

TABLE 2-4-1 Determine Action to Take on Footwear or Pet Bird

If you found:	Which was:	And the farm or ranch is in:	Then:
Footwear	Used on a farm or ranch that has livestock or poultry	Australia, Canada, Iceland, or New Zealand	Unless soil must be removed and disposed of, no action is required since these countries are free from animal disease of concern
		Other than above	GO to Table 2-4-10 on page 2-4-19
	Never used where there was livestock or poultry	→	Unless soil must be removed and disposed of, no action is required since there is negligible risk of animal contamination
Pet bird	→	→	GO to Handling Birds in Baggage on page 2-4-16
Other than footwear or a pet bird	→	→	GO to Table 2-4-2 on page 2-4-6

TABLE 2-4-2 Locator for Material Other Than Footwear or a Pet Bird

If the material:	And:	Then:
Is prohibited	You are holding the material for a decision on enterability from Headquarters	GO to <i>Safeguarding Detained Baggage Items</i> below
	You are not holding the material	GO to <i>Seizing and Safeguarding Contraband</i> below
Is enterable ¹	It is propagative plant material	GO to <i>Inspecting Propagative Materials in Baggage</i> on page 2-4-6
	It is nonpropagative plant material	INSPECT and RELEASE ²

- 1 If material has restrictions that cannot be met such as treatment, postentry, special certification, or it is an ESA or CITES plant, then seize the material.
- 2 If it is impracticable or too great a risk to inspect the material in the passenger area, then consider having that material sent to a cargo facility for inspection.

Seizing and Safeguarding Contraband

Seize those agricultural items that the manual instructs you to refuse entry or have restrictions that cannot be met. Explain to the passenger the pest risks and the general reason for the seizure. Be diplomatic and polite but firm when taking contraband from passengers. Place all seized material in a container which can be tightly sealed and which is out of the reach of the passenger. Mark the contraband with the flight number, country of origin, and the destination.

If you judge that the passenger deliberately intended to smuggle the agricultural contraband, then issue a civil penalty if all the following criteria are met:

- ◆ Negative declaration was made (oral or written)
- ◆ Passenger had an opportunity to amend the declaration
- ◆ Officer has the legal authority to assess a civil penalty

Go to ***Assessing Civil Penalties*** on **page 2-4-9**.

Safeguarding Detained Baggage Items

Occasionally, you may need to hold a detained item for a decision on admissibility. Mark the material held with the identity of the importer and an alert to other officers that material is being held. Safeguard the material (refrigerate if necessary) until you receive a decision. If it is determined to be admissible, have the passenger make arrangements to pick up or forward the material.

Inspecting Propagative Materials in Baggage

Due to the limited amount of time available during passenger baggage inspection and the less than ideal conditions for inspecting plant propagative materials, use the following guidelines for determining which shipments of enterable propagative materials to send to a plant inspection station.

TABLE 2-4-3 Determine Which Shipments of Enterable Propagative Materials to Send to a Plant Inspection Station

If the propagative units are:	And there are:	And:	Then:
Subject to size/age limitations, ESA or CITES, a written permit ¹ , or are a large amount of woody seeds ²		→	SEND ³ to the nearest plant inspection station with all the accompanying documentation
Not subject to any of the conditions or restrictions listed in the cell above	◆ 12 or fewer propagative units	Adequate time is available to inspect	1. INSPECT 2. RELEASE
	◆ Free of pests	Adequate time is not available to inspect	SEND ² to the nearest plant inspection station with all the accompanying documentation and note why you are sending it to the plant inspection station
	◆ Genus known		
	◆ Not regulated by ESA or CITES		
	13 or more propagative units	→	

- 1 Articles subject to postentry treatment: garlic bulbs, coconuts, carnation propagules (**except** seeds), or material moving under a Departmental permit.
- 2 A large amount of seed is that amount that would be impossible to inspect 100 percent and be confident that there would be no pests, pathogens, or contaminants.
- 3 PPQ will inspect and treat propagative units free of charge during regular working hours. The importer is responsible for making arrangements, and for the cost of forwarding the material to the plant inspection station. The importer is also responsible for making arrangements for picking up or shipping the propagative materials after they have been released.

Step 4: Documenting Passenger Clearance

Document on Customs Declarations and PPQ forms all regulatory action and inspection activities you take. The documenting of action for Customs is a record that you have inspected and released a passenger that was specifically referred for agricultural inspection. If contraband was seized, then the quantity and type of materials seized must be recorded.

Document baggage inspection on PPQ Form 277 and PPQ Form 213. PPQ Form 277 (when used during baggage inspection) is used to record the number of inspections made, the number of inspections resulting in seizures being made, and type of seizures made. Record the number of inspections on PPQ Form 277 (or by local method) by tallying the number of inspections. PPQ Form 213 is a record of the total number of inspections and seizures made from each flight as well as information pertaining to the flight, such as flight number, tail number, block time, and the number of passengers and crew. Complete PPQ Form 213 after all passengers and crew are cleared. For

instructions on how to complete the forms see **PPQ Form 277, Baggage Information Data** on **page A-1-24** and **PPQ Form 213, Airplane Inspection Record** on **page A-1-9**.

Step 5: Examining and Disposing of Contraband

Examine all fruit, vegetables, and other plant material for plant pests (insects, mites, mollusks, and diseases).

Recover nematode cysts from all rooted plant material and soil.

Dispose of pulpy or fleshy fruits and vegetables by grinding. Incinerate or sterilize any fibrous, hard, or other plant material which cannot be disposed of by grinding.

The preferred method of disposition of seized animal products is by incineration or sterilization. If a sterilizer is used, then cut meat and meat products so that at least one dimension does **not** exceed 3/4 of an inch.¹ If incineration and sterilization are unavailable, then it is acceptable to grind and discharge into an approved sewage system. However, this is not applicable to materials confiscated from passengers due to BSE risk concerns.

If you intercept a plant pest or disease, complete PPQ Form 309A, using the information recorded with the seizure. If allowed by local policy and if you have discard authority for the pest or disease, then note your identification results on the PPQ Form 309A and discard the pest or disease. If you **do not** have authority to discard, then submit the interception to the appropriate identifier.

¹ If you are in California, it is **not** necessary to cut the meat in 3/4" slices. California requires the garbage to be cooked for 2 hours instead of 30 minutes.

Reference Section

Assessing Civil Penalties

TABLE 2-4-4 Criteria That Must Be Met to Issue a Civil Penalty

If the person is:	Then the following criteria must be met to assess a civil penalty:
Illegally smuggling contraband into the United States through an unauthorized port of entry, thus eluding making a declaration	<ul style="list-style-type: none"> ◆ You must have the legal authority to assess the civil penalty
Entering through an authorized port of entry	<ul style="list-style-type: none"> ◆ The person must have made a negative declaration (oral or written) ◆ You must have given the person an opportunity to amend his or her declaration ◆ You must have the legal authority to assess the civil penalty

Determining Legal Authority for Assessing a Civil Penalty

If you have the authority to refuse entry of an article, then you have the legal authority to assess a civil penalty. Refer to the appropriate import manual (*Animal Product Manual* or *Plant Import: Propagative and Nonpropagative Volume of Manuals*), and determine the regulation that gives you the authority to refuse entry to the smuggled item. You have authority to issue a civil penalty for articles that meet any of the following conditions:

- ◆ Are outright prohibited
- ◆ Require treatment as a condition of entry
- ◆ Require postentry growing
- ◆ Require foreign certification but lack that certification
- ◆ Require a written permit but lack such a permit

You **cannot** issue a civil penalty for the following articles since legislation regulating their entry **lacks** provisions for civil penalties:

- ◆ Live honeybees or honeybee semen
- ◆ Plant or plant product regulated by CITES or ESA that can **not** be refused entry under Title 7CFR

Assessing Civil Penalties to Crew Members

Since crew members are aware of our regulations and have gained knowledge of Plant Protection and Quarantine through training and frequent travel, they are assessed a higher civil penalty than

passengers. Moreover, if a second violation occurs, the crew member is given **no** opportunity for a spot settlement. Use **Table 2-4-5** to determine the civil penalty to assess to a crew member.

TABLE 2-4-5 Determine Civil Penalties to Assess to Crew Members

If this is a:	Then:
First violation	1. ASSESS a \$500 spot settlement 2. FORWARD a standardized violation letter ¹ to the crew member's employer
Repeat violation	1. DOCUMENT the violation 2. RECOMMEND that the crew member be assessed \$2,000 for the repeat violation 3. FORWARD the case file to IES for review and evaluation

¹ This letter to the employer provides the opportunity to educate employees and, if necessary, provide additional training.

Assessing Civil Penalties to Passengers

Determining if Passengers Are Exempt from Civil Penalties

Passengers are exempt from civil penalties if **either** of the following apply:

- ◆ Violator is under 18 years old and **not** accompanied by an adult
- ◆ Violator is a foreign diplomat² holding an A-1 or A-2 visa or a G-1 or G-2 visa then waive the civil penalty, but still fill out PPQ Form 591

If the foreign diplomat refuses to surrender the contraband, you will have to complete a PPQ Form 591. (See **page A-1-92** for instructions on completing the form.) Release the diplomat; however, you may have to detain the baggage. Have your supervisor contact Quarantine Policy, Analysis and Support (QPAS), who will then contact the U.S. Department of State to inform the appropriate embassy of the violation. Go to ***Courtesy of the Port*** on **page 2-4-20** for further instructions.



If you cannot communicate with a passenger, then you cannot question him or her. Therefore, you would be unable to issue a civil penalty. If you encounter a passenger who cannot communicate in English, then get another officer or someone from another Agency or airlines, or Port Authority to assist with translating.

² U.S. diplomats are subject to civil penalties.

**Determining
Whether a Civil
Penalty is
Appropriate and
the Determining
the Amount of
the Civil Penalty**

TABLE 2-4-6 Determine Whether a Civil Penalty is Appropriate and the Amount of Civil Penalty to Assess

If the individual failed to declare and there is:	And the importation represents a:	And it is a:	Then assess Civil Penalty:
Some evidence of concealment or misrepresentation	Commercial ² activity as evidenced by the size of the shipment or an intent to distribute or sell	First violation	ASSESS a \$1,000 spot settlement ¹
		Repeat violation	1. DOCUMENT the violation 2. RECOMMEND that a fine of \$5,000 be assessed for the repeat violation 3. FORWARD the case file to IES for review and evaluation
	Noncommercial activity	First violation	ASSESS a \$250 spot settlement ¹
		Repeat violation	1. DOCUMENT the violation 2. RECOMMEND that a fine of \$1,000 be assessed for the repeat violation 3. FORWARD the case file to IES for review and evaluation
No evidence of concealment or misrepresentation	Commercial activity ² as evidenced by the size of the shipment or an intent to distribute or sell	First violation	ASSESS a \$250 spot settlement ¹
		Repeat violation	1. DOCUMENT the violation 2. RECOMMEND that a fine of \$1,000 be assessed for the repeat violation 3. FORWARD the case file to IES for review and evaluation
	Noncommercial activity	First violation	ASSESS a \$100 spot settlement ¹
		Second violation	ASSESS a \$250 spot settlement ¹
		Third violation or beyond	1. DOCUMENT the violation 2. RECOMMEND that a fine of \$1,000 be assessed for the repeat violation 3. FORWARD the case file to IES for review and evaluation

- 1 If the violator refuses to pay the spot settlement, then immediately complete PPQ Form 518 and forward all documents to your supervisor who will then forward the case to IES. Go to [Refusal to Pay the Civil Penalty](#) on [page 2-4-14](#).
- 2 If there is a case where you can **clearly** identify a linkage to a commercial enterprise, then contact SITC as well as IES for action.



If there is a case of potential **bioterrorism**, then immediately forward the case file to IES for action.

Encouraging Violators to Pay

If violators pay civil penalties before leaving the port, administrative costs are lower. This is an advantage because the Department spends no additional time or effort in collection. Therefore, you may give the violator the opportunity to pay the civil penalty on the spot (spot settlement). However, **never** coerce the violator into paying. Explain to the violator that he or she has a right to a hearing. Further explain that, should the violator be found in violation at the hearing, the penalty is often more than what you are offering as a settlement at the port. Follow these steps:

1. Show the violator the back of the Customs Declaration that they signed.
2. Have the violator carefully read Section II of the form.
3. Tell violator that failure to pay will result in the forms being forwarded to the IES Staff in Riverdale, MD.
4. Inform the violator that the spot settlement now being assessed has no bearing on the amount assessed in the future. The future penalty could be as high as \$1,000 for a first-time violator and significantly higher for a repeat offender.
5. Have the violator sign the PPQ Form 591.

6. If the violator **does not** have U.S. currency on hand to pay the settlement, then offer the following alternative methods of payment:
 - ❖ Ask if the passenger could get the money from someone waiting outside for them
 - ❖ If the passenger has only foreign currency, then allow him or her to exchange the currency for U.S. dollars
 - ❖ Pay immediately with a money order, traveler's check, or a check drawn on a U.S. bank
 - ❖ Pay immediately with a credit card; inform the violator that Customs accepts major credit cards for payment of the fine
 - ❖ Pay with a check drawn on a U.S. bank or by money order within 3 days
 - Give the violator the prepared instructions (see)
 - Give the violator a self-addressed, franked envelope so that payment may be mailed in
 - Emphasize that the envelope containing the check or money order must be posted within 3 days



Important

Although the violator has 3 days to post the payment, allow 10 days from the date the violation was issued for the payment to arrive (due to possible mail delays). If after 10 days the payment has **not** been received, then forward the case to IES for non-collection.

Collecting the Spot Settlement

Once the violator agrees to pay the civil penalty and has signed the PPQ Form 591, do as follows:

1. Tell the violator that the penalty must be paid to the U.S. Customs cashier. In most instances, Customs will accept money orders, traveler's checks, U.S. currency, or checks drawn on U.S. banks. At some locations Customs will accept credit cards.
2. Direct the violator to the Customs cashier. If Customs at your port requires it, accompany the violator to the cashier and wait until the penalty is paid.
3. The Customs cashier will complete Section III of the PPQ Form 591. The money collected by Customs will be deposited in the U.S. Treasury.

Mitigating the Spot Settlement

Never mitigate the amount of the spot settlement for repeat violators, crew members, or commercial importations accompanying passengers. **Only** mitigate the amount of the civil penalty for first time violators who are **not** crew members. If passengers claim financial hardship in paying a spot settlement, then do the following before mitigating the settlement:

1. Complete PPQ Form 591 and write \$50 or \$100 in the appropriate space on the form.
2. If all previous opportunities to pay are exhausted, then give the passenger the opportunity to remit the spot settlement by mail. Provide directions on how to pay by mail, and provide a self-addressed, franked envelope.
3. If the violator does **not** have sufficient funds to come up with the full amount of the settlement but wishes to settle the penalty immediately and the circumstances warrant, then you may reduce a \$100 spot settlement to \$50³.



Never mitigate the amount of the civil penalty for repeat violators, crew members, and commercial importations accompanying passengers.

4. If the violator can pay the mitigated amount, cross out the original amount and write in the mitigated amount. Write the words “mitigated penalty” next to the new amount. **Never** put the mitigated amount on the form until you are sure that the violator is willing and able to pay that amount.

Inability to Pay the Civil Penalty

If the violator wants to pay, but lacks funds and cannot come up with the money within 3 days (72 hours), then note on the signed form in the *Remarks* section, the violator’s willingness to pay.

Refusal to Pay the Civil Penalty

When a violator refuses to pay the civil penalty, do as follows:

1. Allow the violator to write a statement.
2. Collect all supporting evidence including a copy of the Customs Declaration.
3. Write the following on the back of the Customs Declaration form:
 - ❖ Amount and kind of material seized
 - ❖ Amount assessed
 - ❖ Serial number of PPQ Form 591
4. Give the violator Copy 2 of PPQ Form 591 and dismiss the violator.
5. Write an Officer's Statement relating all the facts of the incident on a separate piece of paper. See [Sample of PPQ Officer's Statement](#) on **page E-1-2** for directions for writing the Officer's Statement.

³ Mitigate as a **last resort** since payment by mail is allowed.

Procedures for Collecting Delinquent Payment for Civil Penalties

Keep a copy of PPQ Form 591 and PPQ Form 592 for every case sent to IES. Set up a suspense file for the cases so that you know when 10 days have passed from the date each case was sent to IES. If a late payment is made at the port after PPQ has sent PPQ Form 591 to IES for collection, then follow these steps:

1. Accept the payment⁴.
2. Ask the violator to make the check payable to "Treasury of the United States" (accept checks already made out to U.S. Customs Service).
3. Notify IES by telephone or fax immediately after receiving a payment
 - ❖ Telephone: 301/734-8925
 - ❖ FAX: 301/734-4328
4. SEND the **check** and a copy of PPQ Form 591 or PPQ Form 592 to the following address:

USDA, APHIS, IES
4700 River Road, Unit 85
Riverdale, MD 20737-1234

Documents and Evidence

Give your supervisor any receipts, labels, or other papers that can be used as evidence, including a copy of the Customs Declaration and PPQ Form 591 with the amount, type of seizure, and the amount being assessed written in the appropriate blocks.

Forward all documents to your supervisor as soon as the case is complete. Supervisors must forward the case to IES within 2 weeks of receipt from the officer.

See **PPQ Form 591, Notice of Alleged Violation** on **page A-1-92** for instructions on completing the form.

⁴ If payment is delinquent by 10 days or fewer, then you may take the payment to U.S. Customs using standard port procedures. However, in step 4., you would send only a copy of the check to IES.

Handling Birds in Baggage

All birds (except birds from Canada), as distinguished from poultry or unaccompanied birds, imported into the United States must be quarantined for 30 days at a USDA bird quarantine facility. The importer is responsible the necessary arrangements for quarantine as well as obtaining health certificates in the country of origin. Birds (except for budgies and cockatiels) are also subject to U.S. Department of Interior, Fish and Wildlife Service regulations.

Locations of Bird Quarantine Facilities

Quarantine facilities for birds exist at the following locations:

J.F.K. International Airport, New York
Los Angeles, California
Miami, Florida

TABLE 2-4-7 Handling Birds Imported into the U.S. in Passenger's and Crew's Baggage


If the bird is:	And:	Then:
U.S. origin and returning to U.S.	Returns 60 days or less after leaving the United States	REQUIRE the following: <ul style="list-style-type: none"> ◆ U.S. certificate that was issued prior to departure ◆ Proper I.D. (leg band or tattoo) ◆ VS inspection
	Returns more than 60 days after leaving the United States	REQUIRE the following: <ul style="list-style-type: none"> ◆ U.S. certificate that was issued prior to departure ◆ Proper I.D. (leg band or tattoo) ◆ VS inspection ◆ Birds to be quarantined at owner's residence for 30 days as arranged by VS
Canadian origin arriving directly from Canada	In owner's possession 90 days or more	<ul style="list-style-type: none"> ◆ COMPLETE VS Form 17-8 ◆ REQUIRE a VS inspection of bird at time of entry
	In owner's possession 89 days or less	GO to Table 2-4-8 on page 2-4-17
Other than listed in the two cells above		

TABLE 2-4-8 Procedures for Handlings Birds¹ Which Are Required to Be Quarantined

If the bird has:	And has:	Then:
VS quarantine reservations (VS Form 17-23) at a quarantine facility	<ul style="list-style-type: none"> ◆ Health certificate from a National government ◆ Veterinarian present 	ALLOW the bird to move in filtered containers to the quarantine facility under Customs bond and at the owner's expense
	<ul style="list-style-type: none"> ◆ No health certificate is present or ◆ Not as described in the above cell 	<ul style="list-style-type: none"> ◆ PLACE bird in filter container ◆ CONTACT VS
No reservations at a quarantine facility	<ul style="list-style-type: none"> ◆ Health certificate from a National government ◆ Veterinarian is present 	GIVE the importer one of the following options: <ul style="list-style-type: none"> ◆ Have bird returned to origin ◆ Abandon the bird ◆ Have bird destroyed under the supervision of APHIS ◆ Place bird in quarantine²
	<ul style="list-style-type: none"> ◆ No health certificate is present or ◆ Not as described in the cell above 	GIVE importer the option to do one of the following: <ul style="list-style-type: none"> ◆ Return the bird to origin ◆ Abandon the bird ◆ Have bird destroyed under the supervision of APHIS ◆ Place bird in quarantine if VS Deputy Administrator concurs

1 See [Handling Birds in Baggage](#) on **page 2-4-16**.

2 A list of brokers who handle bird movement is available from the local VS port veterinarian.

Birds Moving in Transit (IT)

Use [Table 2-4-9](#) to determine when birds can transit the United States.

TABLE 2-4-9 Determine When Birds Can Transit the U.S.

If the bird is:	And is	And is:	Then:
Are accompanied by its owner and is in transit directly to Canada		→	<ul style="list-style-type: none"> ◆ ALLOW the bird to transit as specified on the permit ◆ COMPLETE VS Form 17-8 ◆ WRITE "Bird(s) in transit) in <i>Section A</i> of VS Form 17-8 ◆ Notify Agriculture Canada
Not accompanied by its owner, or if accompanied by its owner is in transit to a country other than Canada	Accompanied by an in-transit permit issued by VS	→	◆ ALLOW the bird(s) to transit as specified on the permit
	Lacks an in-transit permit issued by VS	Off-loaded	<ul style="list-style-type: none"> ◆ SEIZE the birds ◆ CONTACT local port VMO ◆ INITIATE violation procedures
		Not off-loaded	<ul style="list-style-type: none"> ◆ DO NOT DISTURB the birds ◆ MAKE SURE the birds stay aboard the aircraft and exit the country

Disinfecting Footwear

To disinfect footwear, do as follows:

1. Before applying disinfectant, clean excess dirt and manure from boots or shoes using a stiff brush, screwdriver, or other blunt object. Be sure to scrape dirt from crevices in shoes and boots. You may have the passenger clean the footwear.
2. Disinfect shoes or boots using **one** of the disinfectants:
 - ❖ Chlorine bleach (sodium hypochlorite) solution
 - ❖ Virkon S solution



Important

Removing organic material (dirt, mud, soil, manure) contaminating footwear is critical for disinfectants to work properly. All organic material must be removed from shoes or boots before using the disinfectant to ensure destruction of disease.

Mixing Disinfectants

Use the formulas in **Table 2-4-10** to prepare the disinfectants.

TABLE 2-4-10 Formulas for Footwear Disinfectant Solutions

If the disinfectant is:	And you need:	Than add:	To:
Chlorine bleach (sodium hypochlorite)	1 gallon of sodium hypochlorite .1% solution	5 tablespoons sodium hypochlorite or 2.5 ounces sodium hypochlorite or 75 ml sodium hypochlorite	1 gallon water and mix
	50 gallons of sodium hypochlorite .1% solution	1 gallon sodium hypochlorite	50 gallons water, then mix
Virkon S 1%	1 gallon of solution	8 teaspoons Virkon S or 1.3 ounces Virkon S or 37 grams Virkon S	1 gallon water, then mix
	1 quart of solution	2 teaspoons Virkon S or 0.3 ounces Virkon S or 8.5 grams Virkon S	1 quart water, then mix
	1 pint of solution	1 teaspoon Virkon S or 0.15 ounces Virkon S or 4.3 grams Virkon S	1 pint water, then mix

See [*Directions for Cleaning and Disinfecting*](#) on **page Q-1-3** for more detailed directions on cleaning and disinfection.

Handling Complaints

From time to time complaints, whether justified or unjustified, will occur. When a passenger makes a serious complaint or accusation, be sure to document the facts relevant to the complaint. Keep the documentation, including the Officer's Statement, in the port files.

In the event that a foreign diplomat or foreign government official complains about treatment by PPQ, be sure to document the incident and all the facts. Call Quarantine Policy, Analysis and Support (QPAS) to inform them of the complaint. Follow up the call with a written report of the incident and mail the report to QPAS.

Alternative Inspection Strategies

When screening by other FIS Agencies is inadequate, consider using the following alternative screening strategies:

- ◆ Position PPQ screeners to operate in a manner that allows maximum exposure to passengers who have claimed their baggage
 - ❖ Operate at a bottle neck within the passenger flow or where lines are naturally formed (as opposed to hit and miss roving on the open baggage floor)
 - ❖ Spend minimal time interviewing passengers carrying high-risk baggage; refer them for secondary inspection as quickly as possible
 - ❖ Spend the majority of time interviewing and assessing those passengers who are **not** carrying high-risk baggage and might otherwise be released without inspection
- ◆ Use detector dog teams to screen baggage, and as a public relations tool; use of detector dog teams will require coordination and support from PPQ officers and supervisors
- ◆ Use X-ray systems (valuable tool for screening purposes) to screen baggage; PPQ policy encourages the expanded use of X-ray systems in foreign baggage inspection

When there are too few officers to adequately inspect passenger baggage, then consider the following alternative:

- ◆ Augment staffing to improve secondary baggage inspection by using either of the following:
 - ❖ Nonpermanent, full-time PPQ officers
 - ❖ PPQ aides and technicians



If PPQ aides or technicians are used, they must work in the immediate proximity of a PPQ officer.

Courtesy of the Port

Give Courtesy of the Port privileges to all persons possessing a diplomatic passport with an A-1 or A-2 Visa or a G-1 or G-2 Visa (UN diplomat).

Always be courteous and tactful when clearing diplomats because a misunderstanding may result in embarrassment to the U.S. Government. At the same time, keep in mind that a pest does **not** respect the status or rank of the person with whom it travels.

Tactfully ask the diplomats if they have any material of an agricultural nature. In the absence of evidence that would suggest otherwise, accept a negative declaration.



Always perform inspections in the presence of the diplomats or the diplomats' representatives. **Never** detain or search diplomats, although you may hold the baggage or shipment if you have a serious reason to believe⁵ they contain regulated items.

If the diplomat declares agricultural items or you have serious reason to believe⁵ the diplomat is carrying regulated items, follow the directions below:

1. If the diplomats tell you they are carrying items of an agricultural nature, ask the diplomats to allow you to examine the agricultural items. If the diplomats agree to allow you to examine the articles, examine them. Release all enterable items. If you find prohibited items, explain the pest risk to the United States that could be caused by the item. Then ask the diplomats to surrender the items to you. If the diplomats refuse to allow you to inspect the agricultural articles or refuse to surrender any prohibited articles, then continue to the next step.
2. Try to tactfully get the diplomats to open their baggage for inspection or to surrender any prohibited articles as follows:
 - A. Explain the pest risk to the United States that could be caused by the item. Inform the diplomats that such action is in violation of Articles 36 and 37 of the Vienna Convention on Diplomatic Relations, and/or Article 50 of the Vienna Convention for Consular Relations Officers. These Articles state that inspections and seizures are allowed for quarantine purposes regardless of a privileged person's status.
 - B. If the diplomats comply with your request, then proceed as in 1 above. If the diplomats still refuse to cooperate, record all the details of the incident on PPQ Form 591. Although you cannot assess a civil penalty to diplomats carrying a valid A-1, A-2, G-1 or G-2 visa, you will use this form to document the incident.
 - C. Inform the diplomats that a full report will be forwarded to the Department of State so that the incident can be handled immediately by the appropriate embassy. Notify your supervisor/Port Director who will then telephone Quarantine





⁵ The term "serious reason to believe" is used here because it is used in the Vienna Convention on Diplomatic and Consular Relations.

Policy, Analysis and Support (QPAS) as soon as possible with a description of the incident and follow up with a copy of the written report filled out on PPQ Form 591.

Handling Passengers That Are in Transit

In-transit passengers are travelers who are immediately passing through the United States on their way to another country. In general, such passengers are low risk for introducing plant pests and animal diseases. However, if there is risk of pest escape, **do not** allow articles to transit. **Except** as provided for in the table that follows, **do not** allow prohibited meat to transit the United States. Use [Table 2-4-11 on page 2-4-22](#) to determine your action.

TABLE 2-4-11 Action to Take with In-transit Passengers' Animal Products and Plants or Plant Pests

If the passenger in-transit has:	And it:	And it is in their:	Then:
<ul style="list-style-type: none"> ◆ Meat ◆ Meat product ◆ Animal product ◆ Animal by-product 	Is ineligible for entry	Baggage checked through to destination	ALLOW transit
		Carry-on baggage	REFUSE to allow transit
	Is eligible for entry		ALLOW transit
Plant or plant product	Is prohibited or requires treatment as a condition of entry	Baggage checked through to destination	REFUSE to allow transit
		Carry-on baggage	
	Is enterable without treatment		ALLOW transit
Plant pest	Has a permit		REFUSE to allow transit
	Lacks a permit		

If you can safeguard prohibited plant articles and those requiring treatment, then allow those articles to transit. Safeguards include having the passenger check the article through with the airline or ensuring that the passenger moves straight to a secure holding area, and then checking that holding area to make sure prohibited material is **not** left behind.